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# Calendar No. 506.

65th CONGRESS, }  
2d Session. }

SENATE.

{ REPORT  
No. 554.

## CHANGES OF DRAFT AGE.

AUGUST 15, 1918.—Ordered to be printed.

*U. S. Congress, Senate*  
Mr. CHAMBERLAIN, from the Committee on Military Affairs,  
submitted the following

## REPORT.

*18-26698*  
[To accompany S. 4856.]

The Committee on Military Affairs, to whom was referred the bill (S. 4856) to amend sections 2, 4, and 5 of an act entitled "An act to authorize the President to increase temporarily the Military Establishment of the United States, approved May 18, 1917, and for other purposes," report same back to the Senate with certain amendments with the recommendation that as amended the bill do pass.

The bill, as amended by the committee, is as follows:

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the second sentence of section two of the Act entitled "An Act to authorize the President to increase temporarily the Military Establishment of the United States," approved May eighteen, nineteen hundred and seventeen, be, and hereby is, amended to read as follows:

Such draft as herein provided shall be based upon liability to military service of all male citizens and male persons residing in the United States, not alien enemies, who have declared their intention to become citizens, between the ages of eighteen and forty-five, both inclusive, and shall take place and be maintained under such regulations as the President may prescribe, not inconsistent with the terms of this Act: *Provided*, That the President may draft such persons liable to military service in such sequence of ages and at such time or times as he may prescribe: *And provided further*, That a citizen or subject of a country neutral in the present war who has declared his intention to become a citizen of the United States shall be relieved from liability to military service upon his making a declaration, in accordance with such regulations as the President may prescribe, withdrawing his intention to become a citizen of the United States, which shall operate and be held to cancel his declaration of intention to become an American citizen, and he shall forever be debarred from becoming a citizen of the United States.

2. That the provision of section four of said act, "persons engaged in industries, including agriculture, found to be necessary to the maintenance of the Military Establishment or the effective operation of the military forces or

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maintenance of national interest during the emergency," be, and hereby is, amended to read as follows:

Persons engaged in industries, occupations, or employments, including agriculture, found to be necessary to the maintenance of the Military Establishment or the effective operation of the military forces or the maintenance of national interest during the emergency: *Provided*, That when any person shall have been placed in a deferred or exempted class for any of the reasons in this paragraph set forth, he shall not be entitled to remain therein unless he shall in good faith continue, while physically able so to do, to work at and follow such occupation, employment, or business, and if he fails so to do he shall again become subject to the draft.

The President shall make regulations for enforcing this provision.

3. That section four of said act be amended by adding at the end thereof the following proviso:

*Provided*, That nothing in this section contained shall prevent the President, if he deems it advisable, from appointing as a member of the local board any person residing outside the subdivision or area, but within the same State, in which such local board has jurisdiction, or from transferring a member of one local board to another local board outside the subdivision or area, but within the same State, in which such person resides.

4. That section five of said act be, and hereby is, amended to read as follows:

That all male persons between the ages of eighteen and forty-five, both inclusive, shall be subject to registration in accordance with regulations to be prescribed by the President, and upon proclamation by the President or other public notice given by him or by his direction stating the time or times and place or places of any such registration, it shall be the duty of all persons of the designated ages, except officers and enlisted men of the Regular Army, the Navy, and the National Guard and Naval Militia while in the service of the United States, to present themselves for and submit to registration under the provisions of this act; and every such person shall be deemed to have notice of the requirements of this act upon the publication of any such proclamation or any such other public notice as aforesaid given by the President or by his direction; and any person who shall willfully fail or refuse to present himself for registration or to submit thereto as herein provided shall be guilty of a misdemeanor and shall, upon conviction in a district court of the United States having jurisdiction thereof, be punished by imprisonment for not more than one year and shall thereupon be duly registered: *Provided*, That in the call of the docket precedence shall be given, in courts trying the same, to the trial of criminal proceedings under this act: *Provided further*, That persons shall be subject to registration as herein provided who shall have attained their eighteenth birthday and who shall not have attained their forty-sixth birthday on or before the day set for the registration in any such proclamation by the President or any such other public notice given by him or by his direction, and all persons so registered shall be and remain subject to draft into the forces hereby authorized unless exempted or excused therefrom as in this act provided: *Provided further*, That the President may at such intervals as he may desire from time to time require all male persons who have attained the age of eighteen years since the last preceding date of registration and on or before the next date set for registration by proclamation by the President, except such persons as are exempt from registration hereunder, to register in the same manner and subject to the same requirements and liabilities as those previously registered under the terms hereof: *And provided further*, That in the case of temporary absence from actual place of legal residence of any person liable to registration as provided herein, such registration may be made by mail under regulations to be prescribed by the President.

5. The wife of a soldier or sailor serving in the present war shall not be disqualified for any position under the Government because she is a married woman.

6. Soldiers and sailors, regardless of age, shall, when they are accepted as volunteers or when they shall have been drafted, be eligible to receive commissions in either the Army or Navy. They shall likewise be eligible to admission to officers' schools under such rules and regulations as may be adopted for entrance to such schools, but shall not be barred from or discriminated against on account of age.

7. Any person under the age of twenty-one who shall have been accepted as a volunteer or who shall have been drafted and served in the Army or Navy shall be entitled, at the conclusion of the present war, to receive an education at the



expense of the United States Government at approved educational institutions. The period of such education shall be equivalent in point of time to the period by him served in the Army and Navy, but shall not exceed two years. Application for such educational privilege shall be made within six months after discharge, and the applicant shall promptly begin his studies after his application shall have been approved.

Rules and regulations for carrying out this provision shall be promulgated by the President.

The main purpose of the foregoing bill is to change the present draft ages now established at 21 to 31 years, both inclusive, to 18 and 45, both inclusive. This is the purpose of section 1 of the bill.

The other changes in the present law are not so fundamental and are really intended to make the present law somewhat more flexible and easier of administration than at present.

As to the necessity of changing the draft ages, attention is called to brief excerpts from the testimony of Hon. Newton D. Baker, Secretary of War, Gen. Peyton C. March, Chief of Staff, and to a memorandum addressed to the Chief of Staff by the Provost Marshal General, E. H. Crowder, under date of July 27, 1918, with exhibits thereto attached. These taken together, in the opinion of the committee, warrant the speedy enactment of the bill as it is reported to the Senate.

The Secretary of War appeared in person before the committee and testified, amongst other things, as follows:

Secretary of War BAKER. The need for the increase in the age limits is directly the outcome of the determination on the part of the War Department to speed up and also to increase in size the military program.

After the recess of Congress, the study of the situation went on, and a few days ago it became clear to us that the 80-division program was perhaps the maximum which we could possibly hope to accomplish, and that to accomplish that it would be necessary to change the age limits from the present limits to 18 to 45.

I asked the Surgeon General for a formal opinion as to the changes he would recommend. In the light of the experience of other countries and our own experience, the Surgeon General independently came out with the suggestion of 18 to 45, so that the Surgeon General's opinion sustains that arrived at by the General Staff.

The bill as it is written meets with my entire approval.

Question (by Senator JOHNSON). I find in talking to Members of Congress a decided reluctance to decrease the draft age to 18. I confess to a similar reluctance. I think, however, that those with whom I have talked—and I know this is my personal attitude—are all willing to do it if the military necessities and the exigencies demand and require it. As I understand it, that is the situation?

Secretary BAKER. That is my belief about it.

Senator JOHNSON. So, in order to carry out the purposes for which we have entered this war, successfully to prosecute it, this particular measure you deem essential?

Secretary BAKER. I believe that to be the fact. My own judgment about it originally was that 19 should be the minimum, and I came to the 18 minimum only after very thorough study of the situation, and with some reluctance, but finally believing it to be necessary to secure the appropriate number of men.

The President's policy is that the United States will concentrate its military efforts on the western front in France, including the Italian frontier as a part of the western front. The theory of the fighting in the future is that we must force the issue and win it on the western front.

The Chief of Staff likewise appeared in person before the committee and testified with reference to the change in the draft ages as follows:

Gen. PEYTON C. MARCH. The United States Government has been asked by her allies to embark upon a program so large that it was necessary very carefully to ascertain whether we could go through with it or not, and one of the features of this enlarged program was providing men. The desire of the administration is to establish limits, both maximum and minimum, which will accomplish this program and at the same time disorganize the industries of the country as little as possible. The policy of the War Department is to put the maximum number of men in France with the idea of shortening the war. We found from the figures furnished by the Provost Marshal General that we could embark on a program of 80 divisions in France by June 30, 1919, with 18 divisions at home. These divisions consist of, roughly, 40,000 men to a division. After prolonged study of the available man power of the United States, the Provost Marshal General showed that it was necessary to drop to 18 years of age and go to 45 in order to get the men to carry it through. All of the men obtained under the proposed change in the draft law—approximately 2,300,000—we expect to have in France by June 30, 1919.

Question (by Senator REED). As a matter of fact, is it not your opinion that it is better for the country, better for the Army, better for the service, to call out these younger classes—that is, the men 18, 19, and 20 years of age—than it is to call out the men 32 and up? Is not that your personal opinion?

Gen. MARCH. My opinion is unqualifiedly in favor of the young man.

The young men between 18 and 20 are usually not married; they have not settled down in life; they have not any encumbrances; and they are better off physically.

The President has finally announced that the American military policy from this time on is centered on the western front and we have declined to be diverted from that one thing. The War Department has now adopted this as a policy, and it is the policy of the United States that the military program is to be centered in France.

If the ages are changed to 18 to 45, the system of volunteer enlistments in the United States Army disappears.

The purpose of America is to furnish enough man power to whip the Germans from now on. The only way that Germany can be whipped is by America going into this thing with her whole strength.

Question (by Senator KIRBY). Then America has got to put enough men over there to whip Germany?

Gen. MARCH. That is it in a nutshell.

The authority which was granted the President in this bill gives him the power to call out classes, but does not make it mandatory.

It is up to us to win the war, and we can win it. How long it will take will depend exactly upon what we do. If we drag along with this thing and put a small force over there, we will be playing Germany's game. It is my belief that with an American army of 4,000,000 men in France under one commander in chief we can go through the German line wherever we please.

Question (by the CHAIRMAN). In order to carry out this program you must have this law?

Gen. MARCH. Yes. This law will let us lean on class 1 until June 30 of next year.

We reached the conclusion that the enlarged program was necessary on the 30th day of July.

The memorandum of the Provost Marshal General, forwarded by him to the Chief of Staff with an intimate and careful study of the man power of the United States between the ages of 18 and 45, is as follows:

WAR DEPARTMENT,  
OFFICE OF THE PROVOST MARSHAL GENERAL,  
Washington, July 27, 1918.

From: The Provost Marshal General.

To: Chief of Staff, War Department, Washington, D. C.

Subject: Changes of draft age.

1. Pursuant to your memorandum of July 24, transmitting a copy (secret) of the approved military program for 1918-19, and calling for the draft of a pro-

posed bill lowering the draft age to 19 and raising it to 40, I transmit herewith estimates of the effectives obtainable by the enlargement of the draft ages in the shape of three studies covering age groups 32-40 combined with 19-20, 32-45 combined with 19-20, and 32-45 combined with 18-20, and showing the estimated effectives for each combination.

2. These figures were made by a careful calculation in this office, checking the calculations at various points with experience in the several items represented; the basic figures, viz, the total males of the respective age groups, were ascertained by comparison of reliable insurance actuarial figures with census tables projected to date.

This explanation is made because the totals shown are considerably below what might have been supposed to be the ample size of the reservoir in the higher ages. The combination ages 32-40 and 19-20 (see study No. 1) designated in your memorandum would yield only a little over a million and a half men (or half a million less than the total amount called for by the program for the nine months, October, 1918-June, 1919). By including age 45 at the top, the second combination (see study No. 2) would yield only a million and three-quarters effectives. By taking the extreme step and adding age 18 at the bottom and including age 45 at the top (see study No. 3) something over two million and one-quarter effectives would be obtained.

3. This seems to indicate that the bill as drafted should at least provide authority to call into service the extreme age of 45 at the top and 18 at the bottom; and it is accordingly recommended that the draft of a bill be prepared with those ages as the limits.

4. Furthermore, the authority to draw upon this new reservoir must be obtained immediately. The estimated number of Class I men under the present ages (and including the class of 1918, age 21, that has been registered under the President's proclamation) will be only about 100,000 men (and may fall below that figure) on September 1, 1918, after filling the calls indicated for July and August, and making deductions for the unexpected heavy losses due to a rush in June and July to the Navy, Marine Corps, and Emergency Fleet.

5. September call: The first question which presents itself is the very urgent one, How to meet the September call for 200,000 men with considerably less than that number in Class I to be drawn upon? There is only one way I can see for accomplishing this, and that is to provide for weekly registration of men becoming 21 since last registration day, June 5, 1918. We could hold such registration, after proper proclamation by the President and upon a bulletin order to boards, designating Monday of each week as registration day, and requiring the necessary personnel to assemble at the headquarters of local boards on that day to effect the registration. The first registration day would be a heavy one, requiring, perhaps, special personnel, but the subsequent weekly registration days should be handled with greater ease. In this way we could hope to get, under a rush procedure, approximately 80,000 men available for the September call, which, added to those remaining in Class I, would give a total barely sufficient to fill the September call.

6. We must exclude, of course, from consideration in filling the September quota, registrants who become liable to our draft under the British and Canadian treaty, as it is not practicable to have a registration of these men until August 29, 30 days after the ratification of the treaty; and it is not until 30 days thereafter that their right to elect to service with the British and Canadian contingents ceases.

7. Subsequent calls: The second and more difficult question is, How can we supply, on time, the 150,000 men required for each of the succeeding months of October, November, and December? The British-Canadian treaty would help out to the extent—it is estimated—of about 50,000 men, which is not even the conventional "drop in the bucket."

The House reconvenes on August 19 and the Senate on August 26. How long a period will be consumed in the discussion and enactment of legislation authorizing the extension of the draft ages and in what form such legislation will be enacted it is difficult to anticipate. And yet we must anticipate it if we are to establish as expeditious procedure under it which will produce on time the quotas for the months above stated. If we could assume that the law would be enacted in the remaining days of August, we would have a basis of calculating the results to be obtained under it. As I stated to the Senate Military Committee

at its last hearing, a minimum period of 90 days is necessary to enroll and classify all the men registered in the additional classes suggested. We can not therefore wait for the completion of Class I but must take men irrespective of their order numbers as fast as they find their way into Class I.

8. I suggest for discussion with the Military Committees of the two Houses the tentative form of bill hereto attached, to the end that we may obtain assurances that the bill will pass in such a form as will permit me to proceed now with the printing of the large number of forms, including the questionnaire, necessary in connection with the additional registration. The Printing Office contemplates a period of 30 days for the printing of the forms, so it is necessary to move with great promptness. Of course, the distribution of the forms can go on during the period of printing, with the assurance that they will not be invalidated by changes in the legislation. Perhaps, also, we could receive assurances that the registration could be enacted by the House in the period following its reconvening, so that it could be taken up promptly by the Senate on August 26 and passed there. This would enable us to contemplate September 5 as a national registration day, and the machinery of the selective draft operating very soon thereafter in grinding out a Class I available for filling October, November, and December contingents.

E. H. CROWDER,  
Provost Marshal General.

ESTIMATE OF EFFECTIVES OBTAINABLE BY ENLARGEMENTS OF DRAFT AGES.

SUMMARY OF STUDIES 1, 2, AND 3.

*Estimated numbers of effectives for each age group.*

I. Ages 32-40	448,086
II. Ages 32-45	601,236
III. Ages 19-20	1,121,634
IV. Ages 18-20	1,797,609

*Numbers for combinations of age groups.*

By combining ages 32-40 and 19-20:

Ages 32-40	448,086	} Study No. 1.
Ages 19-20	1,121,634	
Total	1,569,720	

By combining ages 32-45 and 19-20:

Ages 32-45	601,236	} Study No. 2.
Ages 19-20	1,121,634	
Total	1,722,870	

By combining ages 32-45 and 18-20:

Ages 32-45	601,236	} Study No. 3.
Ages 18-20	1,797,609	
Total	2,398,845	

STUDY NO. 1.

Ages 32-40 (inclusive)	448,086
Ages 19-20 (inclusive)	1,121,634
Combined ages	1,569,720

*Ages 32 to 40.*

			<i>Source of figures.</i>
1. Total males.....		6,960,532	1. Insurance tables.
2. Less married (deferred).....	5,311,952		2. Insurance tables.
3. Less deferred solely for industry and agriculture.....	278,421		3. 4 per cent of line 1.
4. Less other deferments.....	139,210		4. 2 per cent of line 1.
5. Less delinquents.....	208,815		5. 3 per cent of line 1.
		5,938,398	
6. Remainder (gross Class I).....		1,022,134	
7. Less enlistments.....	150,000		7. Special estimate.
8. Less aliens.....	91,992		8. 9 per cent of line 6.
9. Less Emergency Fleet.....	50,000		9. Special estimate.
		291,992	
10. Remainder.....			
11. Less physical rejects.....		730,142	
(a) Groups B, C.....	73,014	292,056	(a) 10 per cent of line 10.
(b) Group D.....	219,042		(b) 30 per cent of line 10.
12. Net effectives.....		448,086	

EXPLANATION.

1. Line 1 is taken from Prudential insurance-actuarial tables of July, 1918, compared with census tables projected in this office. The actuarial tables are brought down to date by the actuaries, and the census tables thus brought down at the bureau are not yet available.

2. Line 2 is taken from same source as line 1.

3. Line 3 is taken from industrial index ledger sheets for occupational registrants. The ratios there shown are: Class I equals 31 per cent; Classes II to IV, deferred for industry and agriculture only equal 4 per cent. Other deferred classes equal 64 per cent.

The percentage here taken is the same as for ages 21-30 classification. This is too large, in that many more such men in ages 32-40 would get their exemption on dependency grounds, without invoking industrial or agricultural necessity. But it is too small, in that a larger proportion of men in ages 30-40 would be entitled to such deferment. Hence, these two differences may be estimated to set off each other.

4. Line 4 represents the corresponding figure for the 1917 draft. These are too low, if anything, as the numbers of State officials, etc., increase in the higher ages.

5. Line 5 is taken from reports in this office on delinquents, figuring 3.9 per cent of total registration. This would be too high, because the total delinquents include at least some portion of the marrieds; hence 3 per cent is a safer figure.

7. Line 7 is thus figured: Total enlistments (Army and Navy) to date, 1,400,000; of which those above 30 are estimated at 10 per cent, or 140,000; of these, 120,000 may be estimated to be within ages 32-40; deduct 20,000 marrieds, leaving 100,000 now enlisted; add 50,000 more probable enlistments before liability accrues in the new draft, 150,000.

8. Line 8 is found thus: In the first registration 13 per cent were aliens; and the census report shows that the percentage of aliens' ages 20-30 and 30-40 or 45 is not substantially different. But many aliens have left the country and 12 per cent is a safer figure. Of these, one-quarter are subjects of Great Britain and Italy, who will presumably become liable and largely available; hence the deduction should be corrected to 9 per cent. This might seem too large, by a considerable factor, because in the 1917 draft only 50 per cent of called aliens obtained exemption on that ground, another 33 per cent obtaining it on other grounds, while 17 per cent of all aliens were certified for service; this would seem to show that in any given number of aliens the net number to be deducted on that ground is nearer to 50 per cent. But as the 33 per cent who were exempted on other grounds are already included under the deferments already deducted, and as the 17 per cent volunteers are likely not to reappear (partly because of the Slavic and Polish Legions, etc.), there should be no reduction of the 9 per cent, which is the figure here taken on line 7.

Declarants are not deducted; the neutrals being a negligible amount.

9. Line 9 is based on recent reports in this office.

11. Line 11 (a) is based on the returns of classification of 1918 showing 10 per cent.

Line 11 (b) is based on similar figures, which show not quite 20 per cent, including camp rejections. To this must be added 10 per cent for ages 32-40, according to advices from the Surgeon General's office. This gives 30 per cent in all.

*Ages 19 and 20.*

			<i>Source of figures.</i>
1. Total males.....		2, 106, 386	1. Insurance tables.
2. Less married (deferred).....	163, 812		2. Insurance tables.
3. Less deferred solely for industry or agriculture.....	10, 532		3. $\frac{1}{2}$ of 1 per cent of line 1.
4. Less other deferments.....	2, 106		4. $\frac{1}{10}$ of 1 per cent of line 1.
5. Less delinquents.....	63, 191	239, 641	5. 3 per cent of line 1.
6. Remainder (=gross Class I).....		1, 866, 745	7. Special estimate.
7. Less enlistments.....	207, 777		8. 3 per cent of line 6.
8. Less aliens.....	56, 634		9. Not allowed.
9. Less Emergency Fleet.....	0	264, 411	
10. Remainder.....		1, 602, 334	
11. Less physical rejects.....		480, 700	(a) 10 per cent of line 10.
(a) Groups B, C.....	160, 233		(b) 20 per cent of line 10.
(b) Group D.....	320, 466		
12. Net effectives.....		1, 121, 634	

EXPLANATION.

Lines 1 and 2 are taken from the same tables as for ages 32 to 40.

Line 3 obviously here can not use the same 4 per cent as for ages 21 to 30; the ratio one-half of 1 per cent is here taken.

Line 4 similarly is taken at a negligible figure of one-tenth of 1 per cent.

Line 5 is reckoned as for ages 32 to 40.

Line 7 is based upon reports of July 26, 1918, from The Adjutant General's office, as set forth later in study No. 3.

Line 8 is based upon census figures showing that the numbers of aliens of ages 15 to 19 are less than one-half the number for the next five-year period, while the native born are 10 per cent to 20 per cent more numerous than in the higher-age period. Thus the 9 per cent for ages 21 to 30 should here be reduced to 3 per cent.

Line 9. Emergency fleet withdrawals for these age years should not be allowed.

Line 11 is based on the per cent for ages 21-30. Three officers of the Surgeon General's office agree in believing that the ages 19-20 or 18-20 do not permit of any lower percentage than for ages 21-30.

STUDY NO. 2.

Ages 32-45 (inclusive) ----- 601, 236  
 Ages 19-20 (inclusive) ----- 1, 121, 634

Combined ages ----- 1, 722, 870

*Ages 32 to 45.*

			<i>Sources of figures.</i>
1. Total males.....		10, 028, 973	1. Insurance tables.
2. Less married (deferred).....	7, 734, 482		2. Insurance tables.
3. Less deferred solely for industry and agriculture.....	401, 159		3. 4 per cent of line 1.
4. Less other deferments.....	200, 579		4. 2 per cent of line 1.
5. Less delinquents.....	300, 869	8, 637, 089	5. 3 per cent of line 1.
6. Remainder (=gross Class I).....		1, 391, 884	7. Special estimate.
7. Less enlistments.....	170, 000		8. 9 per cent of line 6.
8. Less aliens.....	125, 270		9. Special estimate.
9. Less Emergency Fleet.....	60, 000	355, 270	
10. Remainder.....		1, 036, 614	
11. Less physical rejects.....		435, 378	(a) 10 per cent of line 10.
(a) Groups B, C.....	103, 961		(b) 32 per cent of line 10.
(b) Group D.....	331, 716		
12. Net effectives.....		601, 236	

EXPLANATION.

Lines 1 to 6 are reckoned as for ages 32 to 40 in study No. 1.

Line 7 is thus reckoned: Enlistments above age 30 equals 140,000; deduct 30,000 married, leaving 110,000; add 60,000 more probable anticipatory enlistments, making 170,000 in all.

Line 8 is reckoned as for ages 32 to 40 in study No. 1.

Line 9 is based on reports in this office.

Line 11 is reckoned as for ages 32 to 40, but adding 5 per cent more for ages 40 to 45 (as recommended by the Surgeon General's office), making 15 per cent, or an average of 12 per cent added for 32 to 45; or 32 per cent in all.

*Ages 19 and 20.*

			<i>Source of figures.</i>
1. Total males.....		2,106,386	1. Insurance tables.
2. Less married (deferred).....	163,812		2. Insurance tables.
3. Less deferred solely for industry or agriculture.....	10,532		3. $\frac{1}{2}$ of 1 per cent of line 1.
4. Less other deferments.....	2,106		4. $\frac{1}{10}$ of 1 per cent of line 1.
5. Less delinquents.....	63,191	239,641	5. $\frac{1}{3}$ per cent of line 1.
6. Remainder (=gross class 1).....		1,866,745	
7. Less enlistments.....	207,777		7. Special estimate.
8. Less aliens.....	56,634		8. 3 per cent of line 6.
9. Less Emergency Fleet.....	0	264,411	9. Not allowed.
10. Remainder.....			
11. Less physical rejects.....			
(a) Groups B, C.....	160,233		(a) 10 per cent of line 10.
(b) Group D.....	320,466		(b) 20 per cent of line 10.
12. Net effectives.....			
			1,602,334
			480,700
			1,121,634

EXPLANATION.

Lines 1 and 2 are taken from the same tables as for ages 32 to 40.

Line 3 obviously here can not use the same 4 per cent as for ages 21 to 30; the ratio one-half of 1 per cent is here taken.

Line 4 similarly is taken at a negligible figure of one-tenth of 1 per cent.

Line 5 is reckoned as for ages 32 to 40.

Line 7 is based upon reports of July 26, 1918, from The Adjutant General's office, as set forth later, in study No. 3.

Line 8 is based upon census figures showing that the numbers of aliens of ages 15 to 19 are less than one-half the number for the next five-year period, while the native-born are 10 per cent to 20 per cent more numerous than in the higher-age period. Thus the 9 per cent for ages 21 to 30 should here be reduced to 3 per cent.

Line 9. Emergency Fleet withdrawals for these age years should not be allowed.

Line 11 is based on the per cent for ages 21-30. Three officers of the Surgeon General's office agree in believing that the ages 19-20 do not permit of any lower percentage than for ages 21-30.

STUDY NO. 3.

Ages 32-45 (inclusive) .....	601,236
Ages 18-20 (inclusive) .....	1,797,609
Combined ages .....	2,398,845

*Ages 32 to 45.*

			<i>Sources of figures.</i>
1. Total males.....		10,028,973	1. Insurance tables.
2. Less married (deferred).....	7,734,482		2. Insurance tables.
3. Less deferred solely for industry and agriculture.....	401,159		3. 4 per cent of line 1.
4. Less other deferments.....	200,579		4. 2 per cent of line 1.
5. Less delinquents.....	300,869	8,637,089	5. 3 per cent of line 1.
6. Remainder (=gross Class I).....		1,391,884	
7. Less enlistments.....	170,000		7. Special estimate.
8. Less aliens.....	125,270		8. 9 per cent of line 6.
9. Less Emergency Fleet.....	60,000	355,270	9. Special estimate.
10. Remainder.....		1,036,614	
11. Less physical rejects.....		435,378	
(a) Groups B, C.....	103,661		(a) 10 per cent of line 10.
(b) Group D.....	331,716		(b) 32 per cent of line 10.
12. Net effectives.....		601,236	

## EXPLANATION.

Lines 1 to 6 are reckoned as for ages 32 to 40 in study No. 1.

Line 7 is thus reckoned: Enlistments above age 30 equals 140,000; deduct 30,000 married, leaving 110,000; add 60,000 more probable anticipatory enlistments, making 170,000 in all.

Line 8 is reckoned as for ages 32 to 40 in study No. 1.

Line 9 is based on reports in this office.

Line 11 is reckoned as for ages 32 to 40, but adding 5 per cent more for ages 40 to 45 (as recommended by the Surgeon General's office). making 15 per cent; or an average of 12 per cent added for 32 to 45, or 32 per cent in all.

*Ages 18 to 22.*

			<i>Source of figures.</i>
1. Total males.....		3,171,671	1. Insurance tables.
2. Less married (deferred).....	158,185		2. Insurance tables.
3. Less deferred solely for industry and agriculture.....	15,858		3. $\frac{1}{2}$ of 1 per cent of line 1.
4. Less other deferments.....	3,171		4. 1/10 of 1 per cent of line 1.
5. Less delinquents.....	95,150	272,354	5. 3 per cent of line 1.
6. Remainder (=Gross Class I).....		2,899,317	
7. Less enlistments.....	244,326		7. Special estimate.
8. Less aliens.....	86,979		8. 3 per cent of line 6.
9. Less Emergency Fleet.....	0	331,305	9. Not allowed.
10. Remainder.....		2,568,012	
11. Less physical rejects.....		770,403	
(a) Groups B, C.....	256,801		(a) 10 per cent of line 10.
(b) Group D.....	513,602		(b) 20 per cent of line 10.
12. Net effectives.....		1,797,609	

## EXPLANATION.

Lines 1 to 5, 8, and 11 are obtained as for ages 19 to 20 in study No. 1.

Line 9, Emergency Fleet withdrawals for these ages should not be allowed.

Line 11 is reckoned as for ages 19 to 20 in study No. 1.

Line 7 is based on The Adjutant General's office estimates of July 26, 1918, as follows:

1. On account of the present arrangement of records in the several offices it would require the services of some hundred clerks for months to obtain an accurate count of the number of men in the military service of the United States between the ages of 18 and 20. An accurate count can only be had from a study of all enlistment papers in The Adjutant General's office, the Navy Depart-



ment, and the Marine Corps. An estimate may be made from the actual number of enlistments since January 1, 1917, and the number in this age group in service at the present time is 244,326, of which number 36,549 are estimated to be under 19 and 207,777 are estimated to be of ages 19 to 20.

2. This estimate has been arrived at in the following manner:

(a) Enlisted men in the Regular Army and National Guard between 18 and 20.

The chief clerk of the recruiting department of The Adjutant General's office makes the statement that "due to the Selective Service Regulations practically all enlistments in the Regular Army and National Guard since January 1, 1918, represent men outside of the draft age, and of these about 70 per cent are under the age." This estimate was verified by his assistant, who thought that possibly the reenlistments of older men might place as many as 75 per cent below the draft age. Another assistant in the department at First and B Streets estimated between 60 and 70 per cent, so that the average estimate of 70 per cent had been used in this computation. An actual count of current enlistment papers selected at random revealed 80 out of 115 to be below the draft age. The total number of enlistments in the Regular Army during this period was 113,794, which figure it is estimated is about 90 per cent of the combined figures for the Regular Army and National Guard. Therefore the total enlistments in the above would be approximately 126,436. But this figure includes men registered on June 5, 1918, the percentage of which is estimated to be 45 per cent. The net figure, then, for the age group 18-20 is estimated at 69,540. Of these, 15 per cent, or 10,430, are under the age of 19. For the years 1916 and 1917 an average estimate by the same experts divides the enlistments into three age groups by percentages as follows:

	Per cent.
Under 21-----	27
21-30-----	57
Over 30-----	16

On this basis of the 235,000 enlistments for 1916-17, exclusive of the National Guard, 63,450 would be between 18 and 20. Assuming that as many of these attained the age of 21 by June 5, 1918, as were enlisted during 1916 under age, it is estimated that this figure 63,450 would be approximately the number of men now in the service enlisted prior to January 1, 1918. No figures for the National Guard are available. Hence the total strength of the Regular Army between 18 and 20 is approximated at 133,000 and under 19 at 19,950.

(b) Navy: The approximate strength of the Navy and Naval Reserve forces at this time is 400,000 enlisted men, or a little over about half in each. Of the 200,000 men in the Navy proper, very close to 50 per cent are between the ages 21-30. Of the 100,000 men outside of these ages it is estimated that 75 per cent are under and 25 per cent over. In the Navy, then, 75,000 are to-day under 21. Of the 200,000 in the Naval Reserves, between 80 and 88 per cent are within the ages 21-30. Assuming 170,000 to be a fair figure, 30,000 remain, which are equally divided into two age groups—those over 30 and those under 21. Hence the number of men in the naval forces under 21 is approximated at 97,500. Of these it is estimated that 15 per cent, or 14,625, are under the age of 19. The above estimates are furnished by the clerk of the enlisted personnel of the Navy.

(c) Marine Corps: Total minors enlisted since April 1, 1917, 13,826, or, applying 15 per cent, 1,974 are under 19.

3. Summarized estimate:

	18-20.	Under 19.	19 and 20.
Army.....	133,000	19,950	113,050
Navy.....	97,500	14,625	82,875
Marine Corps.....	13,826	1,974	11,852
Total.....	244,326	36,549	207,777

## MEMORANDUM FOR THE SECRETARY OF WAR.

JULY 29, 1918.

Subject: Proposed amendments to selective-service act approved May 18, 1917.

1. The first amendment brings all male citizens and male persons residing in the United States, not alien enemies, who have declared their intention to become citizens, between the ages of 18 and 45, both inclusive, within the terms of the selective-service law.

It is only necessary to change the ages, inasmuch as males under 21 may, under the laws of the United States, declare their intention to become citizens of the United States.

2. The second amendment is as follows:

*“Provided, That the President may draft such persons liable to military service in such sequence of ages and at such time or times as he may prescribe.”*

This amendment should be incorporated for the purpose of enabling the President to call, for instance, persons between the ages of 32 and 40 or of the age of 20 before calling persons between the ages of 18 and 19 or between the ages of 40 and 45.

The amendment makes it possible to call persons by classes as to ages.

3. The third amendment strikes out the words “in industries, including agriculture,” and substitutes therefor the words “in occupations or employments.”

This amendment is made to the section of the act which provides for the deferred classification or temporary discharge of persons engaged in industries, including agriculture, found to be necessary to the maintenance of the Military Establishment or the effective operation of the military forces or the maintenance of national interest during the emergency.

Experience has shown that some district boards are inclined to give a narrow construction to the word “industries,” and it is thought that the words “occupations or employments” should be substituted for “industries, including agriculture,” not only for the purpose of preventing the difficulties arising by reason of the narrow construction placed upon the word “industries” but also for the purpose of enabling a somewhat broader construction of the law in view of the fact that the military age is to be increased and a wider latitude should therefore be given to district boards to give deferred classification to persons whose occupations or employments may be found necessary to the maintenance of the national interest.

4. The fourth amendment is as follows:

*“Provided, That nothing in this section contained shall prevent the President, if he deems it advisable, from appointing as a member of a local board any person residing outside the subdivision or area in which such local board has jurisdiction, or from transferring a member of one local board to another local board outside the subdivision or area in which such person resides.”*

This amendment is advisable for the reason that the selective-service act prevents the President from appointing as a member of a local board any person who resides outside the jurisdiction of that board. It has been almost impossible in some districts to find three qualified persons resident in the district to serve as members of the local board. This amendment will remove that difficulty and will also enable a member to be transferred from one local board to another local board in the interest of good administration of the draft law.

5. The next amendment that needs any explanation is as follows:

*“Provided further, That the President may, at such intervals as he may desire, from time to time require all male persons who have attained the age of 18 years since the last preceding date of registration and on or before the next date set for registration by proclamation by the President, except such persons as are exempt from registration hereunder, to register in the same manner and subject to the same requirements and liabilities as those previously registered under the terms hereof.”*

This amendment is necessary in order to provide for the continued registration of boys as they reach 18 years of age. The selective-service act does not provide for the registration of persons as they reach 21 years of age, and therefore this amendment is necessary.

E. H. Crowder,  
Provost Marshal General.

*Forecast of the status of the draft on Aug. 1, 1918.*

[From Provost Marshal General, July 1.]

Total men registered in first registration June 5, 1917-----	9, 586, 508
First deduction <sup>2</sup> (June 5 to Dec. 15, 1917)-----	863, 195
<hr/>	
Men required to file questionnaires Dec. 15, 1917-----	8, 723, 313
Second deduction <sup>2</sup> (deferred classification)-----	6, 322, 912
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Men classified in Class I Dec. 15, 1917-----	2, 400, 401
Third deduction <sup>2</sup> (Dec. 15, 1917, to May 1, 1918)-----	1, 055, 903
<hr/>	
Men of Class I available for full service on May 1, 1918-----	1, 344, 498
Fourth deduction <sup>2</sup> (May 1 to Aug. 1, 1918)-----	<sup>1</sup> 1, 253, 613
<hr/>	
Balance of Class I full-service men of first registration who will be left on Aug. 1, 1918-----	<sup>1</sup> 90, 885
<hr/>	
Probable additions to Class I full-service men:	
Estimated additions from rectification of classification-----	<sup>1</sup> 125, 000
Porto Rico (not included in above figures)-----	<sup>1</sup> 15, 000
Estimated full-service men of Class I to be obtained from second registration, June 5, 1918-----	<sup>1</sup> <sup>3</sup> 350, 000
<hr/>	
Total additions-----	<sup>1</sup> 490, 000
<hr/>	
Total Class I full-service men available on Aug. 1, 1918-----	<sup>1</sup> 580, 885
<hr/>	
<i>Details of deductions from total men registered in the draft.</i>	
First deduction (June 5, 1917, to Dec. 15, 1917) draft calls-----	516. 363
Cancellation of registrations on account of errors, deaths, desertions, and enlistments in the Army, Navy, and Marine Corps not officially reported to local boards-----	346. 832
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Total first deduction-----	863. 195
<hr/>	
Second deduction (deferred classifications)---	
Class II-----	<sup>1</sup> 509, 666
Class III-----	<sup>1</sup> 427, 870
Class IV-----	<sup>1</sup> 3, 483, 326
Class V-----	<sup>1</sup> 1, 902, 050
<hr/>	
Total second deduction-----	6, 322, 912
<hr/>	
Third deduction (Dec. 15, 1917, to May 1, 1918)---	
Draft calls-----	413, 928
Delinquents-----	341, 096
Emergency Fleet employees-----	37, 509
Limited-service men-----	224, 855
Remediable defectives-----	38, 515
<hr/>	
Total third deduction-----	1, 055, 903
<hr/>	
Fourth deduction (May 1 to Aug. 1, 1918)---	
Draft calls-----	<sup>2</sup> 1, 053, 613
Individual inductions of full-service men-----	<sup>1</sup> 5, 000
Replacements of men rejected at camps-----	<sup>1</sup> 60, 000
Deaths-----	<sup>1</sup> 2, 500
Emergency Fleet employees (additional)-----	<sup>1</sup> 7, 500
Releases granted for enlistments in Navy and Marine Corps-----	<sup>1</sup> 125, 000
<hr/>	
Total fourth deduction-----	<sup>1</sup> 1, 253, 613
<hr/>	
Total deductions-----	<sup>1</sup> 9, 495, 623
<hr/>	

<sup>1</sup> Estimated figures.<sup>2</sup> For details see following table.<sup>3</sup> Allowance is made for an estimated deduction of 50,000 men on account of enlistments in the Navy and Marine Corps.

The action of the committee in reporting the bill herewith is based upon the necessities of the Government in this crisis, and its enactment seems essential to the carrying out of the enlarged military program proposed by this Government in order to enable the United States to play its proper part in the pending struggle and to hasten the end of the pending struggle.

Objection has been made by some, though that objection is not by any means unanimously concurred in, that young men below the age of 21 ought not to be called into active service. Under ordinary conditions there would be force in the objection, but it must be remembered that in this war, where it may with propriety be said that civilization itself is at stake, sacrifices in blood and treasure are necessary to be made if the allies are to win the war, and the serious question with the committee has been whether the life, social and industrial, of America will be disturbed less by calling out the younger men than by calling out those who are within the deferred classes because of dependency and other reasons which it is unnecessary to state, but which are well understood throughout the country.

The opinion of the Secretary of War, the Chief of Staff, and the Provost Marshal General, together with the necessities of the country, have led the committee to believe that it is better for the successful prosecution of the war to call out those between 18 and 21 and those above 31 and up to and inclusive of those of 45 who are eligible for service than to invade those classes which have been deferred by law and by regulations of the War Department.

One of the amendments proposed by the committee to section 2 of the bill provides that when any person shall have been placed in a deferred or exempted class for any of the reasons therein set forth he shall not be entitled to remain therein unless he shall in good faith continue, while physically able so to do, to work at and follow such employment, and if he fails so to do he shall again become subject to the draft. The President is vested with authority to enforce this provision.

It seems to the committee that in view of the fact we are about to authorize the drafting of the boys between the ages of 18 and 21 years of age, as well as those above 21 up to and inclusive of 45 years of age, and are providing for the exemption of men between 18 and 45 who are engaged in useful and necessary occupations from actual service in the ranks that when any are exempted solely because their services are more valuable to the Nation in the production of things essential to the prosecution of the war, that when they cease in good faith to follow the essential occupation they ought to be subject to the draft as in other cases. The young man not engaged in these occupations must wear the uniform, enter the ranks, and bare his breast to the weapons of the German army. He can not refuse to work even for an hour, and he is compelled to fight whether he feels disposed to do so or not. In view of this, when a young man is exempted from the draft solely in order that he may engage in essential industry he ought to continue in that employment in good faith while any grievance he may have is being adjusted by the industrial board, and if he fails to do so he ought to be placed in the same category and be subject to draft just as the young man is compelled to do who was not exempted to work in such industry

and who has been compelled to go to the battle front to fight for his country. The provision does not pretend to interfere with the right of any man to cease labor whenever it pleases him to do so, but simply says to him that if he does cease he shall, under such regulations as the President may prescribe, subject himself to the draft as though he had not been exempted in the first instance.

The justice of this provision, the committee believes, will appeal to the good sense and patriotism of the whole country.

The committee have suggested one or two other amendments to the bill, one of which provides that the wife of a soldier or sailor serving in the present war shall not be disqualified for any position under the Government because she is a married woman. Another is that soldiers and sailors, regardless of age, shall be eligible to receive commissions, either in the Army or Navy, and to admission to officers' schools under proper rules and regulations, removing any disqualification on account of age, and another amendment providing in certain contingencies for the education of young men at the expense of the Government after the conclusion of the present war.

The reasons for these amendments are suggested by the mere statement of them.

As amended, the committee recommend that the bill be enacted as speedily as is consistent with its proper consideration.

















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